

Message Text

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ACTION EUR-12

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S E C R E T USNATO 6140

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJ: STUDY ON USE OF WARNING TIME

REFS: A. USNATO 5331 010840Z OCT 75

B. USNATO 5579 141530Z OCT 75

C. STATE 228926 251820Z SEP 75 (NOTAL)

SUMMARY. USE OF WARNING TIME STUDY IS FOUNDERING AND WILL
LIKELY FALL SHORT OF ITS DESIRED GOAL IN JOINT WORKING GROUP
(JWG) FORUM. BARRING FURTHER DETAILED GUIDANCE FROM WASHING-
TON ON CONCEPT OF STUDY OUTCOME, WE RECOMMEND THAT JWG STUDY
BE TERMINATED IN VIEW OF INABILITY OR UNWILLINGNESS OF NATIONS
TO PROVIDE GREATER DETAIL ON SPECIFIC ACTIONS EACH WOULD TAKE.
ACTION REQUESTED: GUIDANCE BY NOVEMBER 19. END SUMMARY.

1. AS REPORTED REF A, THERE IS LITTLE AGREEMENT AMONG
NATIONAL MEMBERS AND ALMOST NO AGREEMENT BETWEEN THE CO-
CHAIRMEN AS TO HOW THE JWG SHOULD PROCEED. TO DATE, THE
US, NORWAY, FRG, BELGIUM, SACLANT AND SACEUR HAVE RESPONDED
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WITH LISTS OF POSSIBLE MEASURES; EXCEPTING ONLY US SUBMIS-
SIONS, RESPONSES TO EARLIER REQUESTS FOR SUBMISSION OF TIME-
CRITICAL MEASURES DO NOT PROVIDE USEFUL INFORMATION.

2. BASED ON RESPONSES TO DATE AND DISCUSSION AT LAST JWG MEETING, WE BELIEVE THAT FURTHER RESPONSES WILL CONTAIN TWO KINDS OF INFORMATION, AND THAT BOTH KINDS FORECLOSE THE LIKELIHOOD OF A USEFUL STUDY PRODUCT. THE FIRST KIND OF INFORMATION SIMPLY CATALOGS THE ACTIONS NATIONS COULD TAKE IN PREPARATORY STAGES TO IMPROVE LATER IMPLEMENTATION OF THE NATO ALERT SYSTEM. SUCH A CATALOG ALREADY EXISTS IN C-M(72)3; WE DO NOT NEED TO REGENERATE IT. THE SECOND KIND OF INFORMATION INDICATES MEASURES WHICH NATIONS COULD TAKE IN RESPONSE TO HYPOTHETICAL CIRCUMSTANCES, BUT WOULD CONTAIN NO ASSURANCE THAT NATIONS PLAN TO TAKE THESE OR SIMILAR MEASURES SHOULD WARNING ACTUALLY OCCUR. WE NOTE THAT GUIDANCE IN REF C INDICATES US IS UNWILLING TO COMMIT ITSELF IN ADVANCE. WE BELIEVE THE REASON BEHIND SUCH RELUCTANCE ALSO APPLIES TO ALLIES. IT IS DIFFICULT TO GET BUSY, RESPONSIBLE AUTHORITIES TO FOCUS ON HYPOTHETICAL SCENARIOS, AND EVEN MORE DIFFICULT TO GET THEM TO COMMIT THEMSELVES IN ADVANCE OF CIRCUMSTANCES WHICH COULD VARY WIDELY. WE CONCLUDE THAT IT WILL NOT BE PRODUCTIVE TO PURSUE THIS OBJECTIVE.

3. JWG TRIED A MIDDLE GROUND ON ITS LAST MEETING BY SUGGESTING THAT THE STUDY EXAMINE LEGAL OR PROCEDURAL IMPEDIMENTS TO PROPER USE OF WARNING TIME. THIS EVOKED LITTLE RESPONSE.

4. SHAPE REP (MORSE) SUGGESTED, AND ONE CO-CHAIRMAN (ASYG HUMPHREYS) PARTIALLY SUPPORTED TASKING THE JWG TO LOOK AT CERTAIN MEASURES WITHIN THE NATO ALERT SYSTEM TO DETERMINE THE TIME NECESSARY FOR THEIR IMPLEMENTATION IN RELATION TO VARIOUS LENGTHS OF WARNING TIME EXPECTED. BUT HUMPHREYS AGREES THAT SUCH A STUDY WOULD PROBABLY NOT BE FRUITFUL GIVEN THE WORDING OF MC 161/75 (WHICH DISCLAIMS THE NATO INTELLIGENCE COMMUNITY'S ABILITY TO PREDICT THE DURATION OF WARNING TIME OR THE TIMING OF A WP ATTACK) AND THE KNOWN ANTI-PATHY OF SOME NATIONS (INCLUDING THE US) TOWARD SCENARIOS.

5. EVEN IF THE JWG WERE TO REPORT TO THE DPC THAT FURTHER STUDY APPEARS FRUITLESS, THERE ARE SOME POSITIVE RESULTS:
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A. AT THE TIME THE STUDY WAS ORIGINALLY SUGGESTED, THE US WAS CONCERNED THAT THE WARNING OF WAR DESCRIPTION IN MCM 161/76 COULD GIVE AN ERRONEOUS IMPRESSION OF TIME AVAILABLE TO THE ALLIES FOR REACTION, PARTICULARLY IN VIEW OF LESSONS LEARNED FROM THE 1973 MIDDLE EAST WAR. THE 1975 REVISION OF THE WARNING OF WAR SECTION OVERCAME US CONCERN BY NOT TYING THE WARNING TO ANY ONE SCENARIO OR AMOUNT OF TIME; SECRETARY SCHLESINGER COMMENDED IT AT THE MAY 1975 DPC MINISTERIAL. IN ITS STUDY, THE JWG HAS SHARPENED THE WARNING TIME DEFINITION BY AGREEING THAT WARNING TIME FOR NATIONS STARTS "WHEN NATIONAL INTELLIGENCE SERVICES IDENTIFY CHANGES IN RELATIONS BETWEEN NATO AND WP COUNTRIES, BEARING IN MIND THE ESTABLISHED NATO CONSULTATION PROCEDURES WHICH ACTIVATE

NATIONAL PREPARATORY ACTIVITIES."

B. JWG CONSIDERED THE TWO DOCUMENTS WHICH CATALOGUE POSSIBLE ACTIONS BY NATIONS (REPORT ON THE AUGMENTATION AND REINFORCEMENT CAPABILITY OF THE ALLIANCE (DPC/D(73)1 OF SEPTEMBER 1973 AND THE INVENTORY OF PREVENTIVE MEASURES (C-M(72)3) OF JANUARY 1972), AND FOUND NO CHANGES REQUIRED. NATIONS CAN USE THESE DOCUMENTS TO FACILITATE THEIR CONSIDERATION OF STEPS THEY WOULD TAKE WHEN WARNING SIGNS ARE DETECTED.

C. ADDITIONAL RESULTS WOULD BE CONTAINED IN JWG RECOMMENDATIONS TO THE DPC SUCH AS: INTRODUCING USE OF WARNING TIME INTO FUTURE HILEXES (CURRENT HILEX 7 PLANNING PROVIDES FOR THIS); AND DPC DIRECTION TO MNCS TO PURSUE DEVELOPMENT OF COMPLETION TIMES FOR THOSE ALERT MEASURES WHICH THE MILI-

TARY AUTHORITIES DETERMINE TO BE CRITICAL IN IMPLEMENTING ALLIED DEFENSE PLANS.

6. MISSION RECOMMENDS, SUPPORTED BY USDELMC, THAT THE STUDY BE TERMINATED. THE ALTERNATIVE IS TO CONTINUE TO MUDDLE THROUGH AS WE HAVE DONE THUS FAR. THIS MAY ONLY BE POSSIBLE FOR ONE MORE MEETING OF THE JWG, SINCE CO-CHAIRMAN HUMPHREYS IS (WITH THE SUPPORT OF SEVERAL DELEGATIONS) LIKELY TO TRY TO ADMINISTER THE COUP DE GRACE AT THE NEXT MEETING.

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7. REQUEST GUIDANCE.STREATOR

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